

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/CS/HB 863 Teacher Preparation and Accountability

SPONSOR(S): Education Committee, Higher Education & Workforce Subcommittee, Spano

TIED BILLS: **IDEN./SIM. BILLS:**

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Higher Education & Workforce Subcommittee	7 Y, 5 N, As CS	Thomas	Sherry
2) Education Appropriations Subcommittee	8 Y, 5 N	Butler	Heflin
3) Education Committee	11 Y, 3 N, As CS	Thomas	Mizereck

SUMMARY ANALYSIS

The bill aligns initial and continued approval requirements for Initial Teacher Preparation (ITP) programs, Educator Preparation Institutes (EPI) and District Alternative Certification Programs (DACP).

The bill revises the uniform core curricula for each state-approved educator preparation program.

The bill requires each candidate, before program completion, to demonstrate ability to positively impact student learning growth in his or her area of program concentration.

The bill requires individuals in postsecondary educator preparation programs who instruct or supervise field experience courses or internships where a student must demonstrate an impact on student learning growth to have specialized training in clinical supervision; at least three years of successful, relevant prekindergarten through grade 12 teaching, student service, or school administration experience; and an annual demonstration of experience in a relevant prekindergarten through grade 12 school setting as defined by State Board of Education rule.

The bill requires school district and instructional personnel who supervise or direct educator preparation students during field experience courses or internships to have, evidence of "clinical educator" training approved by SBE, a valid professional teaching certificate, at least 3 years of successful teaching experience in prekindergarten through grade 12 and either an effective or highly effective rating on the previous year evaluation or be a peer evaluator under the district's evaluation system.

The bill requires educator preparation programs to provide additional training to completers employed in a public school during the 2-years immediately after completion who earn an evaluation of developing or unsatisfactory on the district evaluation system if requested by the employing school district or charter school.

The bill authorizes qualified private providers that have a proven history of delivering high-quality educator preparation to seek approval to offer a competency-based certification program. Approval must be based upon evidence provided from recipients of their services and data showing the successful performance of their completers based upon student achievement.

The bill revises the reporting requirements of institutions that offer state-approved preparation programs to include, candidates who are admitted, enrolled and complete program, document requirements for continued approval, and data necessary to complete applicable federal reporting requirements.

The bill has an indeterminate fiscal impact.

The bill provides an effective date of July 1, 2013

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Background

Teacher Education Preparation Programs

Current law requires the State Board of Education (SBE) to attain a system for development and approval of teacher preparation programs that allows postsecondary educator preparation institutions to employ varied and innovative educator preparation techniques while being held accountable for producing graduates with the competencies and skills necessary to achieve the state education goals; help the state's diverse student population, meet high standards for academic achievement; maintain safe, secure classroom learning environments; and sustain the state system of school improvement and education accountability.¹

Florida provides a number of educator preparation programs that individuals may utilize to receive the training needed to attain teaching credentials, including:²

Initial Teacher Preparation (ITP) programs

- A "traditional" teacher preparation program that requires candidates to demonstrate mastery of subject area knowledge in one or more specific subject areas(s), mastery of general knowledge, and mastery of professional preparation and education competence.

Educator Preparation Institutes (EPI) programs

- An alternative certification program offered by postsecondary institutions for baccalaureate degree holders. The EPI program provides professional preparation for career-changers and recent college graduates who do not already possess a Professional Educator Certificate.

District Alternative Certification Programs (DACP)

- A cohesive competency-based professional preparation alternative certification program offered by Florida public school districts by which the school district's instructional staff may satisfy the mastery of professional preparation and education competence requirements.

Teacher and Leader Preparation Implementation Committee

In August 2012, Florida was one of 11 states (plus the District of Columbia) awarded federal Race to the Top grant funds. Florida will receive \$700 million to implement various education reforms. As a result of Race to the Top, the Teacher and Leader Preparation Implementation Committee (TLPIC) was established to provide input, feedback and recommendations to the state in the development and implementation of performance standards, and targets for continued approval of state-approved teacher and school leadership preparation programs. The membership of the TLPIC includes teacher and school leader educators for postsecondary institutions and school districts, teachers, principals, and other stakeholders. The TLPIC will work with the Department of Education (DOE) and the Student Growth Implementation Workgroup to provide input, review, feedback, and recommendations for the following:³

- Uses of state growth models in evaluation of teacher and principal preparation programs.

¹ Section 1004.04(1), F.S.

² Florida Department of Education, Educator Preparation, <http://www.fldoe.org/profdev/approval.asp> (last visited March 11, 2013).

³ Florida Department of Education, Teacher and Leader Preparation Implementation Committee,

<http://www.fldoe.org/profdev/approval.asp> (last visited March 11, 2013).

- Performance measures for continued program approval and standards for “high-performing” preparation programs based on, but not limited to:
 - The impact of program completers on student achievement, specifically using the state’s new student growth measure(s) and potentially other measures used in Local Education Agencies (LEA);
 - Meeting LEA and state needs for new and retained effective teachers, especially in hard to staff subjects and schools; and
 - The program’s contribution to the induction and professional development of program completers.

On September 28, 2012, TLPIC presented their recommendations regarding performance standards and targets for continued approval of state-approved educator preparation programs to the Commissioner of Education.⁴

The TLPIC recommended the following six performance metrics for inclusion in the accountability model for state-approved educator preparation programs:

- placement rate data;
- retention rate data;
- value-added model (VAM) data;
- student performance by subgroup;
- teacher evaluation system results; and
- production of teachers in critical teacher shortage areas.

Uniform Core Curricula and Candidate Assessment

Present Situation

The SBE has adopted rules to establish uniform core curricula for each state-approved educator preparation program. The uniform core curricula include:

- Scientifically researched, knowledge-based reading; literacy and computational skills acquisition; classroom management; school safety; professional ethics; educational law; human development and learning, and understanding of the Sunshine State Standards content measured by state achievement tests, reading and interpretation of data, and use of data to improve student achievement;⁵
- The Educator Accomplished practices, effective classroom instruction, outcomes of the state systems of school improvement, and accountability;⁶
- Instructional practices appropriate for students with limited English proficiency; and⁷
- Working with underachieving students and use of technology at the appropriate grade level.⁸

The TLPIC recommended rewording “Knowledge and understanding of Next Generation Sunshine State Standards” to “Knowledge and understanding of the state’s applicable PreK-12 standards and other applicable PreK-12 curricular mandates.” This specific recommendation is designed to:⁹

- Ensure that teacher candidates are well prepared to keep abreast of PreK-12 curricular requirements, whether emanating from changing PreK-12 standards or from other mandates including interdisciplinary requirements; and

⁴ Florida Department of Education, Teacher and Leader Preparation Implementation Committee, <http://www.fldoe.org/profdev/approval.asp> (last visited March 11, 2013).

⁵ Section 1004.04(2)(b), F.S.

⁶ Rule 6A-5.065, F.A.C.

⁷ Section 1004.04(3)(c)1., F.S.

⁸ Section 1004.04(5)(b), F.S.

⁹ Florida Department of Education, Teacher and Leader Preparation Implementation Committee, <http://www.fldoe.org/committees/pdf/sorec.pdf> (last visited March 11, 2013).

- Ensure that this standard remain applicable through the conversion to common core standards and any future standards revisions.

The TLPIC recommended that, because all of the uniform core curriculum elements listed below are already covered in the current Florida Educator Accomplished Practices (FEAPs), they should be removed as other elements.¹⁰

- Technology appropriate for the grade;
- Reading, interpretation and use of data for student achievement;
- Teaching strategies to meet the needs of divers student populations;
- Classroom management;
- School Safety;
- Professional ethics; and
- Write and speak in a logical and understandable style with appropriate grammar.

Effect of the Proposed Changes

The bill revises the uniform core curricula for each state-approved teacher preparation program and requires inclusion of the following:

- Florida Educator Accomplished Practices;
- State-adopted student content standards;
- Scientifically researched reading instruction;
- Content literary and mathematical practices;
- Strategies appropriate for instruction of English language learners; and
- Strategies appropriate for instruction of students with disabilities.

The bill also requires each candidate to receive instruction and be assessed on the uniform core curricula in his or her area of program concentration during course work and field experiences.

Before program completion, each candidate must demonstrate his or her ability to positively impact student learning growth in his or her area of program concentration during a prekindergarten through grade 12 field experiences and pass each portion of the Florida Teacher Certification Examination required for a professional certificate in the area of program concentration.

Initial Approval

Present Situation

The DOE adopts standards for initial approval for state-approved educator preparation programs based on uniform core curricula and the development of educator preparation programs. In addition, programs must verify specified requirements for admission of candidates into their programs. Candidates applying for admission into the program must:¹¹

- Have a grade point average of 2.5 or higher in the general education component of undergraduate studies or have completed a bachelor's degree from an accredited college or university with a minimum 2.5 GPA.¹²
- Pass the General Knowledge Test of the Florida Teacher Certification Examination, the College Level Academic Skills Test, a corresponding component of the National Teachers Examination series, or a similar test.¹³

¹⁰ *Id.*

¹¹ Section 1004.04(4)(a), F.S

¹² Section 1004.04(4)(b)1., F.S.

¹³ Section 1004.04(4)(b)2., F.S.

Admission requirements for each program can be waived for up to 10% of the students admitted. The programs are required to implement strategies to ensure that these students receive assistance to meet competencies; however, they are not currently required to report this information to DOE.¹⁴

Effect of the Proposed Changes

The bill requires that each educator preparation program's initial approval be based upon evidence of the institutions and the program's capacity to meet the requirements of SBE rules and for continued approval.

As recommended by the TLPIC, the bill requires each candidate, before program completion, to demonstrate ability to positively impact student learning growth in his or her area of program concentration during a prekindergarten through 12th grade field experience. Candidates must also pass each portion of the Florida Teacher Certification Examination required for a professional certificate in the area of program concentration.

The bill requires students to demonstrate mastery by passing the general knowledge test of the Florida Teacher Certification Examination or, for graduate-level programs, by obtaining a baccalaureate degree as part of admission into the program.

Institutions are required to annually report to the DOE the status of each candidate admitted under an admissions waiver.

The bill provides consistency across all types of educator certification programs by aligning the initial state program approval requirements for Initial Teacher Preparation (ITP) programs, Educator Preparation Institutes (EPI), and District Alternative Certification Programs (DACP).

Continued Program Approval

Present Situation

The DOE, in collaboration with the departments and colleges of education must develop procedures for continued program approval that document the performance of graduates and the continuous improvement of program processes. These must include the following:

- 90% of graduates of the program who take the examination required by s. 1012.56, F.S., must pass;¹⁵
- Criteria such as instruction in classroom management and performance of candidates in this area, instruction in working with underachieving students, satisfactory ratings from schools on candidates, and employer satisfaction are considered in the program review process for continued approval; and¹⁶
- Approval ratings based primarily on input processes at the institution rather than on performance outcomes.

By January 1 of each year, DOE must report information for each postsecondary educational institution that has state-approved programs of teacher education to the Governor, the SBE, the BOG, the Commissioner of Education, the President of the Senate, the Speaker of the House of Representatives, all Florida postsecondary educator preparation programs, and interested members of the public. The report must analyze the data and make recommendations for improving educator preparation programs in Florida.¹⁷

Effect of the Proposed Changes

¹⁴ Section 1004.04(4), F.S.

¹⁵ Section 1004.04(5)(a), F.S.

¹⁶ Section 1004.04(5)(b), F.S.

¹⁷ *Id.*

The bill revises the criteria for continued approval of educator preparation programs to include:

- Documentation that each candidate met the admission requirements;
- Documentation that the program and each program completer met the uniform core curricula; and
- Evidence of performance in each of the following categories:
 - placement rates of program completers into instructional positions in public and private schools in Florida, if available;
 - rate of retention for employed program completers in instructional positions in Florida public schools and private schools, if available;
 - performance of PreK-12 students assigned to in-field program completers on statewide assessment and federal reporting subgroups (diverse populations);
 - results of program completers' annual evaluations in accordance with the timeline as set forth in s. 1012.34, F.S.; and
 - production of program completers in statewide critical teacher shortage areas.

The bill provides consistency across all types of educator certification programs by aligning the continued program approval requirements for initial Teacher Preparation (ITP) programs, Educator Preparation Institutes (EPI), and District Alternative Certification Programs (DACP).

The bill requires the SBE to adopt rules for continued approval of teacher preparation programs that include the program review process, the continued approval timelines, and the performance level targets for each of the continued approval criteria.

The bill requires the Commissioner of Education to make the determination for continued approval of each program based on the data collected and rules of the SBE.

Each program must prepare and submit an institutional program evaluation plan that includes data related to the criteria established for continued approval of the teacher education program. The plan must provide information on how the institution addresses continuous program improvement.

Pre-service Field Experience

Present Situation

All instructors in postsecondary educator preparation programs who instruct or supervise in pre-service field experience courses or internships must have at least one of the following: specialized training in clinical supervision; a valid professional teaching certificate; or, at least three years of successful teaching experience in PreK through grade 12.¹⁸

All school district and instructional personnel who supervise or direct educator preparation students during field experience courses or internships must have evidence of clinical educator training and must have successfully demonstrated effective classroom management strategies that consistently result in improved student performance.¹⁹

Field experience content must include guidance and demonstration of strategies on effective classroom management, incorporating technology into classroom instruction, reading literacy and computational skills acquisition, and ways to link instructional plans to the Sunshine State Standards.²⁰

The TLPIC recommended the following related to field experience requirements:²¹

¹⁸ Section 1004.04(6), F.S.

¹⁹ *Id.*

²⁰ Section 1004.04(6)(b), F.S.

²¹ Florida Department of Education, Teacher and Leader Preparation Implementation Committee,

<http://www.fldoe.org/committees/pdf/sorec.pdf> (last visited March 11, 2013).

- A culminating field experience of no less than 10 weeks should be an added requirement for Educator Preparation Institute (EPI) programs prior to program completion (with the opportunity for EPI candidates who are already teaching to complete the internship in their own classrooms with supervision).
- EPIs should have the same clinical faculty requirements that are currently in place for Initial Teacher Preparation (ITP) programs which indicate that program faculty meet state-mandated requirements for supervision of field/clinical experiences and must have at least one of the following:
 - Clinical supervision training, or
 - Valid professional teaching certificate with at least three years successful PreK through grade 12.
- School district personnel supervising the culminating field experience must have clinical supervision training and a valid professional teaching certificate with at least three years of successful PreK-12 teaching experience. School district personnel supervising all other field experiences must have clinical supervision training or a valid professional certificate with at least three years successful PreK through grade 12 teaching experience.

Effect of the Proposed Changes

The bill requires individuals in postsecondary educator preparation programs, who instruct or supervise field experience courses or internships where a student demonstrates an impact on student learning growth to have:

- Specialized training in clinical supervision;
- At least three years of successful, relevant prekindergarten through grade 12 teaching, student service, or school administration experience; and
- An annual demonstration of experience in a relevant prekindergarten through grade 12 school setting as defined by State Board of Education rule.

The bill requires school district and instructional personnel who supervise or direct educator preparation students during field experience courses or internships to have:

- Evidence of “clinical educator” training approved by SBE;
- A valid professional teaching certificate;
- At least 3 years of successful teaching experience in prekindergarten through grade 12; and
- Earned either an effective or highly effective rating on the previous year’s evaluation or be a peer evaluator under the district’s evaluation system.

The bill requires that pre-service field experience must include candidate practice and demonstration of the uniform core curriculum specific to the area of a program concentration with a diverse population of students in a variety of settings.

The bill requires that sites for pre-service field experience activities be based on the qualifications of supervising faculty and the needs of the candidates.

Postsecondary Educator Preparation Institutes

Present Situation

Current law authorizes postsecondary institutions that are accredited or approved by DOE, to seek approval from DOE to create educator preparation institutes for the purpose of providing the following:²²

- Professional development instruction to assist teachers in improving classroom instruction and in meeting certification or recertification requirements;
- Instruction to assist potential and existing substitute teachers in performing their duties;

²² Section 1004.85(2), F.S.
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- Instruction to assist paraprofessionals in meeting education and training requirements; and
- Instruction for baccalaureate degree holders to become certified teachers.²³

Through EPI competency-based programs, Florida postsecondary institutions are provided an opportunity to deliver teacher training and teachers are provided with another quality option in teacher training in addition to state-approved degree programs and district-delivered competency-based programs.

Effect of the Proposed Changes

The bill authorizes qualified private providers that have a proven history of delivering high-quality educator preparation to seek approval to offer a competency-based certification program. Approval must be based upon evidence provided from recipients of their services and data showing the successful performance of their completers based upon student achievement.

Accountability

Effect of the Proposed Changes

The bill requires educator preparation programs to provide additional training to completers employed in a public school during the 2-years immediately after completion who earn an evaluation of developing or unsatisfactory on the district evaluation system if requested by the employing school district or charter school.

The bill revises the reporting requirements of institutions that offer state-approved preparation programs to include:

- Candidates who are admitted enrolled and complete program;
- Document requirements for continued approval; and
- Data necessary to complete applicable federal reporting requirements.

College Credit Used for Educator Certification Eligibility

Present Situation

Current law requires that individuals seeking educator certification must:²⁴

- Document receipt of a bachelor's or higher degree from an accredited institution of higher learning, or a nonaccredited institution of higher learning that the Department of Education has identified as having a quality program resulting in a bachelor's degree, or higher. Applicants may document the required education by submitting official transcripts from institutions of higher education or authorize the electronic transfer of such transcripts.
- Have attained at least a 2.5 overall grade point average on a 4.0 scale in the applicant's major field of study;

Effective Proposed Changes

The bill authorizes the SBE to adopt rules that allow for the acceptance of college courses credits recommended by the American Council on Education (ACE), as posted on an official ACE transcript, for the purpose of demonstrating completion of specific certification requirements.

Professional Development Certification Program

Present Situation

²³ Section 1004.85, F.S.

²⁴ Section 1012.56(2), F.S.

Current law requires the DOE to develop and each school district to provide a cohesive competency-based professional development certification program. That includes the following components:²⁵

- A minimum period of initial preparation before assuming duties as the teacher of record;
- An option for collaboration between school districts and other supporting agencies for implementation;
- Experienced peer mentors;
- An assessment that provides for initial evaluation and post evaluation of teacher performance; and
- Professional education preparation content knowledge.

Effect of Proposed Changes

The bill removes the requirement that each school district provide a cohesive competency-based professional preparation alternative certification program. However, this does not prohibit the school district from providing such a program.

The bill requires that each individual selected by the school district as a peer mentor hold a valid professional certificate, have at least 3 years of prekindergarten through grade 12 teaching experience, and have earned either an effective or highly effective rating on the previous year's evaluation or be a peer evaluator under the district's evaluation system.

Examination

Present Situation

Current law allows an applicant who takes an examination developed by the state and does not achieve the score necessary for certification to review his or her completed examination and bring to the attention of the department errors that would result in a passing score.²⁶

Effect of Proposed Changes

DOE must provide procedures for an applicant who fails an examination developed by the department or a contracted vendor to review the examination questions and the responses for questions the applicant answered incorrectly. An applicant must bear the actual cost for the department to provide examination review. Notwithstanding any other provision of law, only an applicant who fails an examination with a score range established by rule of the SBE is entitled to an examination review or to challenge the validity of the examination.

B. SECTION DIRECTORY:

Section 1. Amends s. 1004.04, F.S., revising provisions relating to state-approved teacher preparation programs and accountability by revising the uniform core curricula for each program and providing for candidate assessment; revising standards and criteria for initial and continued program approval; requiring each program to prepare an institutional program evaluation plan; providing requirements for annual reports to the state and the general public; revising requirements for personnel who supervise teacher preparation standards during pre-service field experience; deleting provisions relating to certain standards of excellence, national standards, articulation agreements, and a program to providing requirements for supervisors of field experiences.

Section 2. Amends s. 1004.85, F.S., authorizing a private provider to create an educator preparation institute's competency-based certification program if approved by the Department of Education; providing criteria for initial and continued approval of an institution's competency-based

²⁵ Section 1012.56, (8), F.S.

²⁶ Section 1012.56(9)(e), F.S.

certification program; providing requirements and credentials for program participants; providing requirements for supervisors of field experiences.

Section 3. Amends s. 1012.32, F.S., conforming provisions.

Section 4. Amends s. 1012.56, F.S., authorizing rules to allow for acceptance of certain college course credits for educator certification; providing components for a school district competency-based professional development certification program; providing requirement for initial and continued approval of programs; revising provisions for applicant review of an educator certification examination.

Section 5. Amends s. 1012.585, F.S., correcting a cross-reference.

Section 6. Amends s. 1012.98, F.S., revising requirements for professional development systems developed by school districts.

Section 7. Provides and effective date of July 1, 2013.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

None.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The bill provides authority for a private provider to create an educator preparation institute if approved by the Department of Education.

The bill requires procedures for an applicant who fails an examination developed by the DOE or a contracted vendor to review the examination questions and the responses for questions they have answered incorrectly; however, the applicant must bear the actual cost for the department to provide the examination review.

The bill makes changes to qualifications required of instructors in postsecondary teacher preparation programs who instruct or supervise preservice field experience courses or internships must possess.

D. FISCAL COMMENTS:

There would likely be costs to the colleges and universities to implement the new requirements associated with tracking program completion performance as required by the bill for continued program approval. The Department of Education would likely have costs associated with the review and analysis of the additional documentation. These costs are indeterminate.

The bill makes changes relating to qualification requirements instructors in postsecondary teacher preparation programs who instruct or supervise preservice field experience courses or internships must possess. It is not known how many current instructors might not qualify if this provision is implemented. Postsecondary institutions may incur additional costs if they have to replace current instructors, or if they lose approval to offer educator preparation programs.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

This bill does not appear to require a city or county to expend funds or to take any action requiring the expenditure of funds.

The bill does not appear to reduce the authority that municipalities or counties have to raise revenues in the aggregate.

This bill does not appear to reduce the percentage of state tax shared with counties or municipalities.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

The bill allows the SBE to adopt rules that allow for the acceptance of college courses credits recommended by the American Council on Education (ACE), as posted on an official ACE transcript, for the purpose of demonstrating completion of specific certification requirements.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 13, 2013, the Higher Education & Workforce Subcommittee adopted one amendment and reported HB 863 favorably as a committee substitute. The committee substitute removed the requirement that principals establish and maintain an Individual Professional Development Plan (IPDP) for each instructional employee. Principals still have the option to continue using the IPDP if they so choose.

On March 22, 2013, the Education Committee adopted three amendments and reported CS/HB 863 favorably as a committee substitute. The committee substitute included, as part of the criteria for continued approval of a teacher preparation program, placement rates of program completers into instructional positions in Florida private schools, if available; and results of program completers' annual evaluation in accordance with the timeline as set forth in s. 1012.34, F.S. The committee substitute also required individuals who instruct or supervise preserve field experience courses or internships to have:

- Specialized training in clinical supervision;
- At least three years of successful, relevant prekindergarten through grade 12 teaching, student service, or school administration experience; and
- An annual demonstration of experience in a relevant prekindergarten through grade 12 school setting as defined by State Board of Education rule.